

GOAL:**9** Link state investments in public facilities in a manner that fosters community vitality and efficient use of resources and energy.

In June 2001, the State completed an assessment of space needs for state operations in the Concord area to document the state government's growth and presence in Concord since 1971, when a similar study was done, and to forecast future space needs. Through a survey of all state agencies, the study determined that in 2001 the State occupied 1.2 million square feet of office space in Concord, 80% of which was state-owned. The report estimates the State government will need an additional 250,000 square feet of office space in Concord by 2010. Furthermore, the State will need additional space to accommodate growth in non-office space functions.¹

The study also found that the amount of office space leased by the State in Concord had remained relatively stable through the 1990s. The somewhat depressed real estate market in the early 1990's allowed for cost-effective leasing of property, instead of construction of new facilities or renovation of existing State-owned facilities. Therefore, the State, as of 2007, was leasing over 257,000 square feet of office space in Concord.² With the increased strength of the real estate market at the time of writing and current shortage of affordable property, the study concluded that the State should evaluate its position on leased office space. Such an evaluation needs to consider the carrying cost of state-owned vacant buildings and whether it's more effective to renovate the existing buildings or to construct new buildings.¹

Simultaneous to the Concord Office Space Needs study, the State began an intensive update to the 1994 Campus Master Plan of the New Hampshire State Hospital. The first step of the update, a design charrette, was conducted by the New Hampshire Chapter of the American Institute of Architects (NH AIA)³ and the second was a study of the New Hampshire State Office Park South (the re-named State Hospital) culminating in a detailed redevelopment plan.⁴ The charrette and redevelopment plan together evaluated individual buildings and their potential for redevelopment,

**NH State Agencies in Concord -
Total Space and Office Space Projections**

	2001	2010	2020
Concord Facilities - All Uses*			
Square Feet	1,769,000	2,175,000	2,600,000
Change, 10 Year		406,000	425,000
Percent Change, 10 Yr		23%	20%
All Concord Employees	9,927	12,000	14,000
All SF/ Employee	178	181	186
Concord Facilities - Offices			
Square Feet	1,171,000	1,420,000	1,690,000
Change, 10 Year		249,000	270,000
Percent Change, 10 Yr		21%	19%
All Concord Employees	9,927	12,000	14,000
Office SF/ Employee	118	118	121

* All uses includes office, storage, lab and all other area

Source: Norton Asset Management, Inc. "Concord Office Space Needs 2001-2020." Manchester, NH: 6 June 2001.

established a feasible phasing plan, and proposed an overall asset management plan.

The State has in the recent past met a large portion of its demand for office space in Concord through the redevelopment of the Brown and Walker Buildings on the State Office Park South and the property at 61 South Spring Street. Combined these buildings added or improved over 240,000 square feet of State office inventory since 1998.³

The following principles for the State Office Park South were identified in either the charrette or redevelopment plan:

- Preserve existing and reclaim lost green spaces and the open feeling of the campus.
- Incorporate historic landscape features such as grassy lawns, tree groves, hills, streams and ponds.
- Minimize building demolition in order to maximize existing asset reuse and encourage sustainability.
- Preserve the campus character that was lost to repeated renovations and surface parking expansion.
- Simplify the traffic circulation pattern.
- Resolve parking demands to meet both employee and visitor needs.

The redevelopment plan evaluated the existing buildings, landscape, utility infrastructure, roads, and parking, and proposed a phase construction plan. The plan utilized a “neighborhood” approach to design, phasing, and construction. It also selected priority buildings that would generate the greatest benefits to the State when considering feasibility, costs, and additional square feet of potential prime office space that could be created.⁴

These principles, consistent with other state planning priorities such as smart growth, along with the evaluation method utilized by the redevelopment plan, serve as models for future studies of existing state office space and planning for state government growth.

STRATEGY 1:

Create an asset management structure to ensure the efficient utilization of all state-owned buildings and property.

The NH AIA charrette identified ways of improving how the State controls and maintains its buildings. The conclusion of this analysis was that the State’s current response to managing both owned and leased space is fragmented and fails to maximize its fiscal investment. Seventy-five agencies maintain approximately 1.8 million square feet of space in Concord on an individual basis. A system of oversight and total facility management, for all State property, starting with those in Concord, is a key mechanism the State should develop and implement. Initially components of it might be advisory, but there needs to be a common set of standards for quality of space, size of space, density of occupancy, and other details that are used system-wide when new space is to be occupied. Similarly, maintenance must be pursued on an equal and ongoing basis.³

Strategy Implementation:

- A. Establish a planning process for maintaining existing state facilities and office space and reviewing future land use proposals.

- B. Evaluate and map all existing state agency facilities in Concord noting which are leased or owned.
- C. Prepare a state government facilities land use plan that creates coherent arrangement, concentrates facility proximities, renovates underutilized state owned sites, and reduces dependence on leased space.
- D. Create a “Facilities and Land Use Advisory Board” to assist in the implementation of the state government facilities land use plan. This body will help to:
 - Establish space utilization and work environment standards criteria and conduct annual building inventories and evaluations.
 - Assist agencies in evaluating space needs based on the type and number of employees, and projected growth.
 - Help agencies develop appropriate project budgets for facilities and recommend the most appropriate project delivery method.
 - Review and make recommendations for land use options to reduce sprawl and determine most appropriate utilization of State lands.
- E. Establish a planning process for maintaining state facilities that will:
 - Establish maintenance criteria and monitor facilities for all environmental codes and OSHA requirements.
 - Maintain an inventory of all buildings’ condition, systems, and components, and establish a maintenance schedule.

STRATEGY 2:

Promote the consolidation of facilities to ensure that as many different State office functions are occurring in one place; “one-stop shopping.”

While an asset management mechanism could be initiated with reviews of State space in Concord, the same considerations should apply to all State facilities statewide. In many communities, there are several different State offices variously located. To the extent reasonably feasible, consolidation of facilities should be promoted to ensure that as many different State office functions are occurring in one place. Such “one stop shopping” is already occurring within particular agencies, but not among different agencies. Additionally, as an important reflection of the State’s commitment to the Smart Growth principles, such co-located offices should be situated in existing downtown areas where possible, rather than the periphery.

Strategy Implementation:

- A. Inventory and map all state facility locations across the state to identify the type, amount, and location of space occupied and proximity to other state facilities as well as community centers.
- B. Utilize building space at the State Office Park South more effectively after evaluating the costs and benefits of renovation of structures and the relocation State agencies presently in leased space in Concord.
- C. Locate multiple state offices within the same building or office complex wherever there is a concentration of state offices or facilities within a community.
- D. Establish a method to evaluate state facility siting that balances cost, accessibility, energy efficiency,

parking needs and consistency with the smart growth criteria.

- E. Promote collaborative decision making among state agencies to identify and capitalize on co-location opportunities.

STRATEGY 3:

Promote energy efficiency through state building retrofits, state agency vehicles, maintenance, energy efficiency, cost of procurement practices, and use of indigenous, renewable energy sources.

Governor Lynch called upon the State to lead by example in the areas of energy efficiency and natural resource protection. State government is the single largest energy consumer in New Hampshire with energy expenditures over \$18 million for more than 1,200 buildings and 4,000 vehicles. State agencies are working with the State Energy Manager to identify and implement energy saving measures.⁵ The Building Energy Conservation Initiative (BECI) has provided a funding mechanism for state agencies to implement energy savings without the need for general fund financing. Many state agencies have placed an emphasis on alternative fuel vehicles for their fleets. There are many opportunities to promote energy efficiency through building retrofits and maintenance, replacement of low mileage vehicles, use of EnergyStar® equipment and renewable energy sources.

Strategy Implementation:

- A. Reduce energy use in all state facilities by 10 percent from 2005 levels in accordance with *The EnergyStar® Challenge*.

- B. Require state agencies to work with the State Energy Manager when embarking on facility relocation, new construction, or retrofits and ensure improvements are consistent with RSA 21-I:19-a.
- C. Implement an energy information system to measure agency progress toward reducing energy and water consumption and ultimately prepare periodic reports on such progress.
- D. Require that new state facility construction exceed the state energy code by 20 percent and when possible build LEED certified structures.
- E. Require all state agency equipment purchases for products rated by EnergyStar® be EnergyStar® qualified (e.g. computers, office equipment, HVAC systems, lighting, etc.).
- F. Implement a Clean Fleets Program in accordance with the Energy Efficiency in State Government Steering Committee report recommendations and the Governor's Executive Order 2005-4.
- G. Encourage New Hampshire's school districts to participate in the New Hampshire Partnership for High Performance Schools program and utilize the three percent grant provision of RSA 198:15-b.
- H. Encourage municipalities to undertake similar energy efficient facility actions as those identified for state agencies.

STRATEGY 4:

Encourage the redevelopment or reuse of existing structures to the extent that their energy and safety upgrades yield a favorable life cycle cost comparison with new construction.

The State must make a concerted effort to effectively utilize all existing state owned building space and evaluate the costs and benefits of renovation of under- or unused structures. Larger property holdings such as the New Hampshire State Office Park South are prime opportunities to reduce state agency dependence on leased space. New construction when compared to re-use of existing structures, may not only be more financially costly, but also contribute to higher energy consumption and greater environmental impacts through the utilization of additional construction materials. Demolition or abandonment of existing facilities in favor of new construction or leases should only occur when the financial, energy, and safety upgrade costs of redeveloping existing structures ceases to yield a favorable life cycle cost in comparison with leasing or new construction.

Strategy Implementation:

- A. Inventory and evaluate all state owned facilities that are underutilized to ascertain the costs of energy, life safety, and other quality upgrades along with the associated future potential of the space once retrofits are complete.
- B. Incorporate negative externalities such as the costs of pollution and waste disposal into the life cycle cost analysis of state agency construction projects and purchasing policies.
- C. Develop a life cycle cost analysis handbook to assist state, regional, and local governments plan for and make public facility decisions that consider both the short-term construction costs and the long-term operating costs.
- D. Incorporate life cycle cost analysis provisions that compare the short and long-term costs of new construction, renovation of existing facilities, and leasing

into standards and protocols governing state agency leases.

STRATEGY 5:

Promote public facility sharing including solid waste, regional schools, and emergency services between municipalities.

Once a community exceeds a population of 3,500 persons, local government costs increase significantly. The municipality must now hire full time staff and provide expanded essential services including increased solid waste collection, larger school capacity, emergency services, and new full time employees. By partnering with neighboring communities to supply these new facilities and staff, the costs and required resources are reduced to the individual municipality. The ultimate outcome of shared municipal facilities is a reduced cost of local government, maintenance of local government democracy, greater influence on the pattern of regional land use development, and minimized impacts to natural resources.

Such shared facilities are not new to New Hampshire, but could be further explored across the State. Campton and Thornton have shared a fire department for many years, the Plymouth Water and Sewer District services portions of both Plymouth and Holderness, and most common of all are the many regional schools.

Strategy Implementation:

- A. Give preferential treatment to state grant fund requests that seek to establish regional public facilities.

- B. Create additional financial incentives for municipalities that cooperatively provide public services and infrastructure.
- C. Support local investment decisions that are consistent with a local and regional master plan's goals.
- D. Encourage municipalities that prepare a regional concerns master plan component to work with neighboring communities to identify common facilities, infrastructure, or governmental needs.
- E. Enable the establishment of public facilities districts that may function as municipal corporations and tax districts to assist in inter-municipal funding for facility establishment and maintenance.
- F. Promote regional infrastructure and facilities needs assessments and cost of services studies that compare projected municipal and regional needs.

<http://www.nh.gov/governor/orders/documents/Executive_order_2005-4.pdf>

¹ Norton Asset Management, Inc. "Concord Office Space Needs 2001-2020." Manchester, NH: 6 June 2001.

² Division of Plant and Property Management, Bureau of Planning and Management. "State of New Hampshire Master List of Leased Property Inventory." Concord, NH: NH Department of Administrative Services, 19 April 2007.

³ The New Hampshire Chapter of the American Institute of Architects. "The New Hampshire State Hospital Campus Design Charrette." Concord, NH: NH Office of State Planning and the NH Department of Administrative Services, 4 and 5 May 2001.

⁴ Lavalley/Brensinger Architects and Vannasse Hangen Brustlin, Inc. "NH State Office Park South Redevelopment Plan." Concord, NH: NH Department of Administrative Services, 21 September 2004.

⁵ Lynch, Governor John. "Executive Order Number 2005-4: An Order for State Government to Lead-by-Example in Energy Efficiency." Concord, NH: 14 July 2005.